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AUTHOR Pinson, Nancy: And Others
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ABSTRACT

Guidance and vocational education personnel have continued to play key roles in responding to individual and societal needs that have arisen as a result of the occupational, social, and economic changes occurring over the last 80 years. Guidance programs serve as the link between providing occupational training and employment readiness for the eventual transition to and satisfaction in the workplace. A total guidance team requires a variety of trained professionals to provide services in areas such as self-assessment: career awareness, planning, exploration, and decisions: work experience: coping with work: economic realism: work and training options: job placement and job progression: and followup. Guidance and counseling programs can contribute to the goals of vocational education by strengthening depressed communities, meeting the nation's need for qualified workers, keeping vocational education relevant, energy conservation and generation technology, responding to client groups needing more services, and responding to the nation's equity goals. When assessing improvements needed in vocational education legislation, one must consider the fact that guidance is a program and that guidance programs (1) are developmental and comprehensive, (2) focus on individuals' competencies and not just their deficits, (3) are built on a team approach, and (4) mandate articulation. (MN)

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STRENGTHENING WORK RELATED EDUCATION AND TRAINING IN THE 1980's THROUGH IMPROVED GUIDANCE PROGRAMS

In the Reauthorization of
Vocational Education Legislation

Nancy Pinson
Norman Gysbers
Harry Drier

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PREFACE

This joint statement has been prepared to help clarify the importance of quality guidance programs in any national attempt to strengthen and expand work-related education and training. The primary impetus for this paper resulted from the Assistant Secretary of Education for Vocational and Adult Education's request for thoughtful input from concerned individuals and organizations to assist the U.S. Department of Education in developing proposed legislation to reauthorize the federal vocational education effort.

Members of the National Vocational Guidance Association, one of the thirteen divisions of the American Personnel and Guidance Association, and the Guidance Division of the American Vocational Association share the department's recognition of the importance of vocational education. This is especially true because of the Department's commitment to ensuring that quality guidance programs are viewed as critical to the delivery of any program which prepares both youth and adults for their life's occupational pursuits. We believe that only through systematic and developmental guidance will youth and adults be able to realistically decide about their education and work futures as well as take full opportunity of all available options.

This statement is presented on behalf of those persons who are and could be served by quality guidance, counseling, education, and training experiences as well as the Association's 46,000 counseling and guidance personnel. In addition it is hoped that it also speaks indirectly for the thousands of nonmembers who serve as guidance staff in elementary, secondary, postsecondary, and other special learning environments. This statement not only describes important events in the guidance and counseling movement and how guidance programs have demonstrated their effectiveness in meeting national problems and priorities, but it also depicts where guidance programs and staff now exist that could be capitalized on in the future. Finally, it is hoped that this paper makes clear how the guidance community can become key partners in realizing several key national priorities and what legislative actions are needed to enable guidance and counseling personnel to be fully responsive.

Harry Drier
President
National Vocational Guidance Association

Norman Gysbers
Vice President, American Vocational Association
Guidance Division

THE EFFECTIVE PARTNERSHIP OF GUIDANCE AND VOCATIONAL EDUCATION

Over the past 30 years, our country has undergone substantial change in its occupational, social, and economic structure. Occupational and industrial specialization have increased dramatically. Social structures and social values have changed, becoming more complex and diverse. New and emerging social groups have challenged established groups, demanding equality. People have been on the move, too, from rural to urban areas and back again and from one region of the country to another in search of economic and psychological security.

Guidance: Meeting Needs for 80 Years

As these changes and others were taking place in our society, many organizations and groups of interested and involved citizens established programs and services at national, state, and local levels to help individuals deal effectively with them. Within the educational community, Guidance and Vocational Education personnel have been and continue to be in the forefront of providing such programs and services. Guidance personnel in particular have played key roles in responding to individual and societal needs in times of change. Here are just a few examples:

- In the early 1900's, industrialization was increasing rapidly. Mass immigration was taking place as was urbanization. Schools were highly academic in orientation. Little attention was given to providing occupational skills and even less attention was given to helping individuals make the school-to-work transition. In response to these conditions, guidance personnel joined with vocational education personnel to change education to make it more related to life and work. Guidance techniques were developed to assist individuals in the transition from school to work.
- In the 1920's and the 1930's extensive work was done to improve the nature and availability of career information. The National Vocational Guidance Association, founded in 1913, established guidelines for quality career information and has subsequently sought to improve the development and dissemination of such information over the ensuing years. Extensive work by professionals in and out of government service in the 1930's and 1940's led to the establishment of many of the career information resources available today.
- During and after World Wars I and II and the Korean and Vietnam conflicts, substantial work was done in aptitude and ability assessment. After each of the World Wars, but particularly World War II, extensive guidance programming was provided to assist returning veterans to take up their lives once again to start afresh.
- In the late 1950's widespread concern was again expressed about the adequacy of our educational system, particularly in science and engineering technology. Again, guidance personnel were called upon to take on a major role in responding to this social mandate.
- During the 1960's and 1970's, social activism escalated. Social programs of many kinds were initiated. Unemployment and underemployment were of particular concern. Guidance

programming including assessment, counseling, career information, placement, follow-up, and follow-through activities was seen by many groups, including the federal government, as a highly legitimate tool in assisting individuals to find employment, stay on the job, and advance in the work world.

This chronology, though brief, illustrates vividly that guidance has been and continues to be a major social program that assists individuals in dealing effectively with their lifelong development including occupational choice and job adjustment. Also it is important to realize that in the past 80 years practitioners have witnessed substantial improvement in the nature, structure, practice, and effectiveness of guidance, partly because of how counselors and other guidance personnel responded to changes in the structure of American society, and partly because of the research and development work of the guidance and counseling profession as a whole. Certain of these changes are cited here:

1. At one time guidance was practiced mainly as a process to help young people make the transition from school to work. Now guidance includes that goal but is much more. Now guidance is a program that assists individuals of all ages and circumstances to live more effective lives and to be more effective citizens.

2. At one time guidance was practiced mainly as an ancillary, crisis-oriented service. Now guidance is understood and practiced as a comprehensive, developmental program, early childhood through the adult years, based on personal and societal needs. Crises and problems are responded to from a developmental perspective.

3. At one time guidance was practiced mainly as a way to assess the aptitude and interests of individuals to assist them in occupational choice making. Now guidance includes that goal and much more. Now guidance is practiced as a program that assists all individuals to develop competencies in self-understanding, interpersonal relations, decision making, goal setting, and planning, so that they are able to make effective life decisions including informed occupational choices.

THE PROVIDERS, SETTINGS, AND EXPECTATIONS OF GUIDANCE PROGRAMS

Guidance has become a major endeavor and element of our nation's educational, employment, training, and numerous community agencies. Systematic and development programs of guidance and in some agencies, counseling programs, serve as the common link between providing occupational training and employment readiness for the eventual transition to and satisfaction in the work place. Guidance programs are operating to varying degrees of completeness in a wide variety of settings. At the secondary level, guidance and career development instructional providers are represented in public and private comprehensive and vocational high schools. At the postsecondary level, vocational programs including guidance are offered by colleges and universities, community and junior colleges, area vocational schools, public and private noncollegiate postsecondary schools, correspondence schools, and correctional facilities, to mention a few. In addition, thousands of professional counselors and guidance personnel are employed through the U.S. Department of Labor's Comprehensive Employment and Training Act (CETA) and by the Employment Service, with offices in the majority of the nation's cities. Table 1 profiles both the type and number of agencies nationally as well as the approximate number of enrollment or clients being served.

Within each of these institutions or agencies professional counselors and a variety of guidance specialists and support staff provide guidance program leadership and services. Table 1 reflects the approximate numbers of staff that typically are available as well as the numbers of clients that require or request guidance and counseling assistance. While the data provided suggests that there is a range of guidance staff available, there is striking evidence to suggest it is not sufficient. One major problem that occurs is the uneven distribution of staff availability in certain settings. As an example, if one were to view the staffing profile and the availability of guidance programs in our nation's 7,000 rural and isolated schools, there would be cause for alarm. It is estimated that in these locations, less than 10 percent of elementary students have access to guidance programs, while at the junior high and high school level less than 40 to 50 percent of these students have access to guidance programs. Furthermore, the staff is often only part-time employees and has little or no budgets specifically for guidance.

In some of our largest states and cities the counselor-student ratios in public schools also is greater than the American Personnel and Guidance Association recommended ratio of one counselor for every 250 students. In a large Midwestern state the ratio at the high school level is 1 to 630. The average of combining the ratios of four of the ten largest cities in the United States would approximate 1 to 740. Additional examples of inadequacy of staff, programs, and resources could be cited in correctional settings, and in a variety of community agencies. When one parallels these facts with the increasing needs of youth and adults who are facing deficiencies in basic skills, dropping out of education before they are prepared, encountering unemployment, lacking employability skills and access to training and work opportunities, it is clear that improved guidance delivery is needed. Guidance programs can be responsive to society's problems and the needs of clients only if they are available on an equitable basis, fully staffed with a competent set of professional and paraprofessional staff.

Table 1

Providers and Recipients of Work-related Education, Training, and Guidance

Settings	Number of Institutions	Enrollments	Counselors and Guidance Specialists
1a. Public Secondary Schools (combination of grades 7-12)	15,729	13,711,000	61,650
1b. Public and Private Secondary Schools (those that provide vocational training) (1978)	5,560		19,896
2. Private Secondary Schools	586	1,400,000	1,220
3. Junior and Middle Schools (public and private)	Covered in 1 & 5	Covered in 1 & 5	9,700
4. Elementary Schools (public and private) (1977)	61,123 public 11,352 private	31,819,000	9,400
5. 2-Year Public Institutions of Higher Education (1978)	925	3,913,000	unknown
6. 4-Year Public Institutions of Higher Education (1978)	561	8,980,000	unknown
7. 2-Year Private Institutions of Higher Education (1978)	249	166,000	unknown
8. 4-Year Private Institutions of Higher Education (1977)	1,395	2,507,000	unknown
9. Public Noncollegiate Postsecondary Schools (1977)	1,955	766,865	unknown
10. Private Noncollegiate Postsecondary Schools (1978)	7,382	997,196	unknown
11. Correspondence Schools (private and public) (1975)	106	614,124	unknown
12. State Correctional Facilities (those that provide vocational training) (1979)	553	330,887	***
13. CETA Prime Sponsors (1980)	476	3,100,000	unknown
14. Job Service Offices (1979)	2,600	17,000,000*	5,113**
15. Educable Mentally Retarded (1970)	Covered in 1, 2, 3, & 4	Covered in 1, 2, 3, & 4	7,689
16. Area Vocational Schools	1,089	575,000	1,500

Note: Total number of enrollments in vocational programs, 16,704,926 (1978 - USOE). Most other figures are best approximations.
* 1,130,000 clients actually received counseling.
** 4,313 full-time, 800 part-time.
*** Counselors are included along with treatment and educational specialists, 6,319 (1974).

Table 2

Primary Emphases of Guidance Programs in Diverse Settings

	Age Level	*Self-Assessment*	*Self-Concept*	*Career Decisions*	*Career Planning*	*Career Awareness*	*Career Exploration*	*Work Experience*	*Employability*	*Coping with Work*	*Economic Realism*	*Work Options*	*Training Options*	*Job Placement*	*Follow-through*	*Job Progression*	*Special Transitions*
1. Elementary Schools	Age 6 to 12	●	●	●	●	●					●	●					
2. Junior and Middle Schools	Age 12 and up	●	●	●	●		●				●	●	●				
3. Secondary Schools	Age 14 and up		●	●	●		●	●	●	●		●	●	●	●		
4. 2 Year Postsecondary Schools	Age 18 and up			●	●			●	●	●		●		●	●	●	
5. 4 Year Institutions of Higher Education	Age 18 and up			●	●			●	●	●		●		●	●	●	
6. Correctional Institutions	Age 14 and up		●	●	●				●	●		●	●	●	●		●
7. CETA	Age 16 and up	●	●	●	●	●	●	●	●	●		●	●	●	●		●
8. Job Service	Age 16 and up	●	●	●	●				●	●		●	●	●	●		●
9. Educable Mentally Retarded	Age 6 and up	●	●			●	●	●	●	●	●	●		●	●		●

It is also important to point out that, in addition to professional counselors, who perform a variety of roles and functions, there is and needs to be available a wide variety of other helping professionals that make up the total guidance program team, such as:

1. Placement specialists
2. Career information specialists
3. Career exploration instructors
4. Career investigation teachers
5. Career advisors
6. Volunteer paraprofessionals
7. Public personnel workers
8. Career center directors
9. Work experience specialists
10. Work study supervisors
11. Career education coordinators

In addition to gaining an understanding of who the providers are and where they work, it also is important to appreciate the primary emphases of their programs. Table 2 depicts these emphases in a sample of nine different settings. Because many skills need to be developmentally learned over many years, it is noted that many of the basic skills and attitudes are taught at all or most age levels. This demonstrates the need for a developmental approach to meeting certain client competency needs as they take on different characteristics over time.

In summary, it is important to note that these program emphases have proven to be most important in meeting many of the major problems facing our nation's youth and adults. It has been demonstrated that when individuals develop a healthy self-image, view the future with hope and realism, have the opportunity to test out both educational and work options in a secure environment, they are typically more satisfied with life, and become positive contributors in society.

Given the challenges of the 1980's, and realizing that quality guidance and counseling programs can impact on personal as well as larger social and economic issues, when made available, several changes need to be considered.

What is needed on a national scale is a larger number of highly trained, institutionally supported and effective teams of guidance workers to better assure that all students, agency clientele, and institutionalized individuals have access to the following:

1. A systematic exposure and use of career and labor market information.
2. A developmental sequence of self-awareness, education and work exposures, and options that reflect the individual's interests and life goals and the realities of current and projected opportunities.
3. A continuous exposure to the realization that the basic skills are paramount to life and work success.
4. An opportunity to develop, test out, modify, and participate in a counselor-assisted process of decision making and career planning.
5. A carefully planned exposure to adult work-role models and development of work-related employability skills.
6. Professional assistance during various periods of transition between education to work or work to education.

This approach will demand for individuals, young and old, continual availability of professional and paraprofessional staff providing assistance during their career maturing years in order to prepare them for earning a living through realistic and work-related learning. It will also demand counselors who are available to work with teachers; counselors who assist the parents in their guidance roles; and counselors who spend time constantly with employers, governmental officials, and community agencies. These professionally trained and certified counselors need also to be supported by various specialists, in order to ensure that the quality of guidance is high, provided when needed, and utilizes the best talent, technology, and information available.

WORK-RELATED EDUCATION AND TRAINING: ITS RELATIONSHIP TO NATIONAL CHALLENGES FACED BY THE EDUCATION COMMUNITY

The American Vocational Association (AVA) recently circulated a draft document from which its future recommendations for the reauthorization of the Vocational Education Act will derive much of their substance (October 17, 1980). In that document, AVA identifies seven national concerns it believes vocational education does and could address and suggests six roles it must play in the new legislation if these goals are to be met.

Of particular interest to those within the larger community in which vocational education operates is the briefly treated strategy of "building bridges with other delivery systems." In this key phrase is illustrated the foundation for public credibility and acceptance of any agenda put forth by a single group of educators. If work-related education and training are in fact to be viewed as responsible and responsive solutions to certain of this country's problems, it will be necessary to underscore the participation of other groups in what must ultimately become a collaborative effort to fully activate the energies and talents of its citizens.

As one of those "systems" historically linked to programs capacitating individuals on personal, social, intellectual, and occupational dimensions, the nation's guidance and counseling community is uniquely qualified to speak as a full partner in this effort. The intent of this section, then, will be to address and expand upon the perceived mission of vocational education by translating its impact into individual terms.

The Contribution of Guidance and Counseling to the Goals of Vocational Education

Vocational education's ambitious agenda deserves discussion here. In the cited document, seven global concerns: human development, equality of opportunity, energy conservation and generation, economic development of depressed communities, maintenance of defense capability, productivity and economic revitalization, and full employment are transformed into these six roles it foresees for vocational education practitioners:

- Strengthening depressed communities
- Meeting the nation's need for qualified workers
- Keeping vocational education relevant
- Energy conservation and generation technology
- Responding to client groups needing more services
- Responding to the nation's equity goals

We support the underlying spirit of these objectives; vocational education programs do indeed have something constructive to contribute to a nation newly conscious of its changing position in the world economic order. But we also firmly believe that without providing informed and ethical

guidance to those who will become instrumental to this country's prosperity, we will have failed significantly in our obligation.

In our rush toward the rapid solution of massive social challenges—chief among them structural, demand-deficient, and fractional unemployment—it would be easy to fall victim to a dangerous tunnel vision: that a quantifiable increase in the nation's trained work force will eliminate these problems. History has shown us the cost of such shortsightedness, for it overlooks the essential investments of individual choice, motivation, and perseverance that distinguish the purposeful from the aimless; the productive worker from the alienated laborer; the youth who know themselves, their options, and their capacities from those described (by themselves or others) as "out of skill, out of luck, and out of hope."

As this section documents the contributions that planned guidance and counseling programs can and do make to the objectives shared with vocational educators, it does so from a perspective borne out through more than 60 years of experience with vocational programs and those they serve. Briefly, that perspective is this: no adult knowingly becomes fodder for a larger national purpose without some assurance that this participation will yield meaningful personal, social, or economic returns; no youth considering the two to three years needed to acquire a particular job skill should be expected to persist without confirmation that this training has some real connection to known interests and aptitudes, to a job that can be won on the basis of competence—not race, sex, or handicap, and in the words of many youth today, to a job that goes someplace that the student would like to be. It is from this premise that the following data are organized in response to five of the six tasks defined by vocational education. (Note: the goals of equity and service to client groups with special needs are restated as one task.)

1. Strengthening Depressed Communities (by improving the human condition)

Depressed communities tend to have one or more of the following characteristics: heavy or sparse populations per square mile, high unemployment, low Gross National Product contribution, little or no "new" industry, a large proportion of resident poor. In such locations, there is evidence that guidance and counseling programs can alleviate some of the symptoms associated with these conditions. In brief, when guidance and counseling programs augment the delivery of services for potential or actual dropouts, delinquents, or others alienated from establishment methods or institutions, recidivism rates are lowered, school attendance increases, educational/career goals are more firmly articulated and pursued, and placement rates increase. Further, when these programs use specific approaches, such as peer counseling by indigenous role models, early and continued employer and parent involvement, employability development through career-oriented instruction—they demonstrate consistently high levels of success.

In a Baltimore, Maryland project providing counseling and support services, nondelinquent youth were matched by age and background to predelinquent and potentially delinquent children. It was found that in comparison to a control group, those exposed to this program had a lower rate of recidivism for truancy, runaway, and ungovernability (Mayor's Office of Manpower Resources, 1974).

Male (N=321) and female (N=23) offenders enrolled in adult basic education, general educational development and vocational courses in eight Pennsylvania correctional institutions concluded that a lack of sufficient counseling services was a problem. They ranked career counseling as number one among seven needed services (Lewis & Boyle, 1976).

Gibboney and Associates (1977) studied the Philadelphia Career Intern Program over its two-year pilot stage. This program was targeted to 250 actual/potential school dropouts and emphasized counseling, career planning, classroom learning and work experience. Three age cohorts were matched with controls to determine treatment effects. Distinctions between the groups were found in school recidivism (85 percent of controls dropped out of school versus 33 percent of program participants) and goal setting; i.e., further education and training after high school were targeted and realized by 30 percent of male participants and 50 percent of female participants.

In one Chicago school district, a counseling program was designed to improve the self-esteem of students in hopes that it would reduce the number of school dropouts that previously had been shown to average 9.2 percent in the secondary school. It was found that as a result of the individual and group counseling in the program there was a significant reduction in the dropout rate. Because of the success of the secondary school program, a similar but modified counseling approach was instituted in the elementary schools. Among the results were a mean improvement in excess of ten days per semester in attendance, which represented a minimum increase of 4,350 instructional hours for the students involved; 77.4 percent of the pupils improved on a measure of pupil conduct and social adjustment; there was a significant increase in general achievement and in reading among the students involved in the program (Bennett, 1975).

Inner-city male youth served as indigenous role models to youngsters in a Philadelphia day care center. Positive changes in attitude and behavior were observed in the male role models by their montors and teachers. Both these youth and the younger children agreed on the need for increased counseling in the program (Pittman, A. and McWhorter, S., 1974).

In Philadelphia, a counseling service project has been established to provide remedial and preventive services as needed by ESEA Title I eligible children in participating schools. Counselor teams work closely with teachers, principals, and parents in providing psychodiagnostic and counseling services. They share mental health principles and practices (e.g., classroom management, child development) with teachers and parents to enhance the positive development of the children. Counselors also provide crisis intervention services as needed. Results have been as follows: teachers rated the services as "good" or "excellent"; of 378 parents who responded to a questionnaire, 90 percent said that the counselors helped their children; 81 percent of the 54 pupils who completed an individualized learning therapy program gained at least one instructional level (Philadelphia School District, 1976).

New York City schools have also reported similar findings to Philadelphia in their institution of the Auxiliary Services Program. In this program, counseling, remedial math, and remedial reading, as well as high school equivalency study, were combined to focus on the academic achievement of Title I students who were two or more years below grade level. Students participating in these remedial programs showed statistically significant growth in achievement (Bertoldi, A.R., 1975).

The technology of job search counseling techniques was followed-up with over 3,000 clients in nine major American cities. A consistent finding in the six cities where clients were matched with controls was that two-thirds of the clients instructed were able to find work as opposed to one-third (or less) of the controls. Virtually all of the successful counselees obtained jobs in less than four weeks while controls took 53 or more days to find work (Wegmann, 1979).

Frisby (1979) reports that within the Balance of State of Maryland (nine counties on the Eastern Shore and three Southern Maryland counties), a total of 373 economically disadvantaged in-school juniors and seniors are receiving employability development training and work experience. The success of these programs has been attributed to the comprehensive guidance services that have

supported the "hands-on" work experience. The emphasis on self-concept development, work and personal values, and on job seeking, finding, and keeping skills has resulted in an overall 75 percent placement rate for these "employable" youth. Frisby credits this placement rate to the identification and subsequent reduction of six barriers to employment: poor work habits, lack of occupational information, poor self-concept, unrealistic aspiration levels, lack of adequate role models, and limited exposure to assessment materials normed on similar groups.

Smith (1980) suggests that the much publicized distinctions between the effectiveness of summer job programs for youth in Baltimore, Maryland and Washington, D.C. might be more correctly attributed to the predominant and visible work force models in each city. In Baltimore, youth see blue-collar workers rewarded by a community undergoing a renaissance of rebuilding, whereas Washington's models are a hidden but known elite of white-collar government workers, for the most part. Washington youth rarely see or hear praise for those who undergird that city, and see no connection between their subsistence-level job assignments and what they perceive as the more desirable "top" jobs in the bureaucracy.

La Bier (1980), a psychoanalyst and researcher, recently completed a study on "Technology, Work, and Character." He observed that traditional psychotherapeutic treatment tends to ignore the debilitating, reciprocal effects of certain work roles upon mental health, and vice versa. The pathology of work: how certain people in certain jobs discover that fundamentally asocial behavior is rewarded by promotion or power; how others become willing victims to a dependency structure requiring their routine humiliation by, if not subjugation to, that first group—illustrates the validity of investing large increments of group counseling services on the work site.

2. Meeting the Nation's Need for (Motivated, Informed, and) Qualified Workers

Qualified workers alone cannot solve this country's work force problems. Motivated, informed, purposeful workers with skill credentials can move more effectively. Documentation that guidance and counseling programs accompanying vocational skill programs render a longer labor market advantage to the graduate persists in the literature. Beneficiaries of this collaboration are more likely to hold onto their jobs, get work more quickly, transfer job skills and objectives to a larger variety of career fields, and remain more attractive to their employers. It has been further demonstrated that counseled graduates of skill training programs are more flexible, optimistic, and open to learning on the work site.

A program of short-term behavioral intervention with families of delinquent males and females was found to significantly increase family interaction and reduce recidivism (Alexander & Parsons, 1973).

A counseling program specifically combined with supportive instruction has been found to be successful in motivating truant, low-income boys back to regular attendance in school (Grala & McCauley, 1976).

Braden (1978) notes two projects in his home state of Kentucky that were designed for high-risk junior high school age youth and for first-time offenders, respectively. "Project Succeed" (Louisville) operates as a school within a school and offers a specialized curriculum emphasizing career education and job preparation, intensive home-school coordination and guidance and counseling. Attributed to counseling services were improvements in attendance and reductions in police and court contacts. "Project Way Out" (Jefferson) fills a service gap between probation and group home supervision for juvenile offenders. Counseling effects were reported by employers of 90 percent of these

graduates as increased dependability and task completion. Later observations showed these youth as "sharply reducing the incidence of offenses requiring detention with substantial gains measured on attitude and self-concept scales administered on the work site."

Berryman (1978) and Miller and Simon (1978) suggest that counseled youth holding their first jobs were more like their "satisfyingly" employed adult counterparts in two areas than were non-counseled youth. Specifically, such youth tend to show lower levels of absenteeism from the job than do non counseled employed youth; expressing similar definitions of what makes a job attractive (opportunity to do something meaningful, a chance for personal growth, and sufficient intellectual stimulation).

In 1978 the University of California, Los Angeles matched experimental and control groups for purposes of studying the effects of intensified career counseling on the vocational maturity of inner-city high school youth. The results of the one-year experiment indicated that controls raised their attitude and competency scores by only one-half of one percentage point, while targeted students showed 20 percent post-treatment gains in both areas. (California State Department of Education, 1978)

Andrisani (1979) and Ellwood (1979) suggest differential effects upon counseled males and females when brief periods of unemployment followed high school tenure. Unsuccessful males were more able to adjust their expectations downward (to minimum wage or below), apply different job search techniques, or even "hold out" for higher wages if they had worked even briefly during high school. Females, on the other hand, were more likely to cease the job hunt entirely, turning to parenthood or continued education as alternatives. Neither group reported decreased self-confidence or negative attitudes toward work.

Mason (1974) has reported a number of studies done in various state offices of the Employment Service focused upon the question: Does counseling help people get jobs? In one study, 10,000 applicants were studied who had received an average of two counseling interviews each during 1972-73 in one of four states: Iowa, Missouri, Utah, or Wisconsin. The study showed that in Missouri and Iowa, the placement rate for counseled applicants was twice that for all applicants serviced. In Missouri, 40 percent of those receiving counseling were placed in jobs compared with only 20 percent of all applicants.

In Wisconsin, the records of a random sample of recent applicants who had received counseling were compared with an equal sample of those who had not. Thirty percent of those counseled were placed compared with 16 percent of those who had not been counseled. It might be noted here as well that the outcomes of this study are particularly important because they refer to counseled applicants who were more difficult to place than those not counseled. In Wisconsin, for example, 64 percent of the counseled applicants had two or more employment barriers (such as being poor, disadvantaged, handicapped, school dropout) as compared with only 28 percent of the group not counseled.

All youth programs established in Orange County, CA reported the need for more counseling, both personal and career. Most barriers to learning and adjustment were found to be non-job skill related. "We need helping adults with the sensitivity and understanding to counsel an alcoholic youngster, a kid who has been busted, or kicked out. These counseling skills are as much in demand as are skills which teach the proper method to hold a hammer, strip a wire, or lay a carpet." (Orange County Manpower Commission, 1978)

Lowell, Massachusetts is one of fifteen sites in the United States where the job search club method is being tested by the U.S. Department of Labor as an alternative to referral of eligibles to traditional CETA programs, skill centers, or to public service employment. Five weeks of intensive

counseling and job inquiry techniques are offered to groups of 10 to 12 individuals at a cost of $5000 per client vs. $4,500 a year for welfare payments, or $10,000 to $20,000 a year for public service job placement. Placement rates for these participants is currently at the 80 percent level, with an estimated savings to local taxpayers of $1.5 million (Pine, 1980).

One program in Missouri which devoted 40 weeks of intensive training to changing self-defeating attitudes into self-confidence as well as having the participants rehearse simulated job interviews resulted in 84.9 percent of the participants obtaining employment. Another related program concentrated on teaching unemployed persons (many of whom had been unemployed for three to ten years) self-placement techniques that could facilitate their search for employment. Clients increased skills in writing application letters, preparing resumes, participating in simulated interviews, and assessing past experience. Employment was obtained by 80 percent of the participants (Aiden et al., 1976; Lazarus, 1966).

Philbrick (1975) surveyed the records of the Utah State Bureau of Employment Security for the year 1973-74. He found that those clients receiving counseling services were 57.4 percent more able to find placement than those who did not receive such service. It was also discovered that employability increased with the number of interviews conducted with the client.

NOTE: The February, 1980 Report of the Joint Economic Committee of Congress devoted considerable attention to the employment issue, particularly to the effects upon national productivity of the current high levels of youth unemployment. Three of nine recommendations (numbers 16, 17, and 18) speak particularly to the counseling and information needs of these youth, with emphasis upon "making connections between basic educational skills and future employment opportunities," "identifying and assisting the economically disadvantaged minority youth," and "programs which prevent premature school leaving or provide alternatives to conventional educational methods for school dropouts."

3. Keeping the (Vocational Education) Program Relevant (through the provision of comprehensive guidance and counseling programs)

No educational program can claim relevance without constant study of its currency with those electing it. The assurance that guidance and counseling programs will diligently monitor client needs in vocational programs they choose is self-explanatory. One function of an established guidance component is research on current delivery systems: their effectiveness with new target groups, new age groups, new pending problems. Evidence that the presence of guidance and counseling programs increases the likelihood that vocational education can be more responsive to underserved groups is sampled below.

The special career counseling and information needs of adults have become more and more resistant to the systems and technologies designed primarily for youth. Adult advocates point out that this group has less time and place flexibility, greater amounts of work experience, and fairly well entrenched work habits of either a positive or negative nature. The challenge will be to provide vast amounts of localized vs. national career information, opportunities to unlearn nonproductive work behaviors as well as to acquire new job skills—all in settings that do not smack of school or institution based origins (National Center for Educational Brokering, 1980).

There is mounting evidence (Grasso and Shea (a), 1979) that participating females benefit more from vocational education than do males; that vocational education is "better at securing initial job placement than establishing a long-term labor market advantage" (Grasso and

Shea (b); and that vocational education—by itself—can only predict potential access to a third of today's job market (Mangum, 1976). School-based programs combining counseling, job-search techniques, remedial education, work experience, and skill training—on the other hand—would not only appear to be better predictors of sustained and satisfying employment for both sexes but would expand job opportunities to 81 percent of the current market.

Design research that attempts to answer the following questions:

a. What are the factors determining an individual's chances in today's labor market?
b. Have federal laws made an appreciable difference in hiring patterns? in actual numbers of job openings?
c. Does the vocational education system that worked once for a white male constituency still work today for black males, white females, black females?

Study is needed on the relationship of guidance services to later job status of vocational graduates, liberal arts graduates, and graduates exposed to career education methods of instruction.

Note 2: Cronin (1980) and Ashenfelter (1976) would probably add three other research questions to this agenda: Why is the current labor market advantage enjoyed by vocational program graduates "limited" to the four years immediately following high school? What will be the longitudinal effects of earlier career exploration programs launched in elementary and middle schools? Why aren't disadvantaged, gifted, or "alienated" students attracted to today's vocational programs?

Richmond (1979), Buzzell and Denbo (1979), Healas (1978), and Conroy (1976) suggest strong guidance elements in vocational programs can counteract the short-lived labor market advantage (about four years) enjoyed by graduates. Specifically, in those programs where counseling was provided prior to, during, and following training, smaller differences existed between male and female earning power; a trend toward electing continuing training and education was observed; measurable improvements were recorded in assertiveness and self-image, knowledge of job skill transferability.

Appelbaum and Koppel (1978) and Stephenson (1979) found that work experience during high school tenure, combined with counseling in job interview skills, personal behavior and dress, working with authority figures, and developing job contact networks were significantly associated with securing immediate post high school employment, regardless of vocational skill level.

In one study a group counseling intervention was combined with teaching materials designed to aid students in improving their career maturity and decision-making skills. High school students, both academic and non-academic in orientation, were involved over a ten-week period. As a result of the program, student reported outcomes were that they now knew more about occupational choices (62 percent); could go about getting information (73 percent); could recognize their values and use them in making decisions (76 percent); consider and rank alternatives according to the ones that are best for them (68 percent); could make career decisions (82 percent); and, that they could see that their first and second occupational choices made before the program may not be the best for them (Egner & Jackson, 1978).

A review of educational research conducted by a large state school system showed that when career guidance and counseling services were provided in the nine districts studied to a target group of disadvantaged youth identified in each location, 73 percent of these youth completed their education. Their employers imported their entry job skills as marketable, but gave higher marks to their academic standing and their personal confidence (San Mateo Educational Resources Center, 1979).

Computer-based career guidance systems using experimental and control groups of students have shown that targeted youth make larger gains in planfulness, knowledge of career resources, and the costs and risks associated with these options (Myers, R., Lindeman, R., and Thompson, A., 1975).

4. Meeting the Nation's Equity Goals (through a greater responsiveness to target groups needing special programs and services)

Equity in vocational education training opportunities cannot be guaranteed by edict alone. A long and dedicated history of preparation, re-education, and redirection must characterize orientation to this option for skill development. *Pre*vocational counseling and guidance are as important to this effort as are the initiatives characterized by the groundwork done with employers, other teachers, and parents by guidance staff. The minority youth, the handicapped adult, the female or male seeking nontraditional employment need massive intervention and continued support if vocational education is to be an effective alternative. Evidence that guidance and counseling programs do make a difference in achieving genuine parity of access to work as well as training is being accumulated.

Adolescent black males who have been assisted to decide upon vocational objectives have been found to have more positive self concepts than do those who have not (Jones, J.A. et al., 1975).

The tendency of females to cling to traditionally female occupational aspirations persists in spite of isolated examples of pioneering in new careers. Even college women are still studying in traditional areas where jobs are also scarce or low-paid. Kames (1978) studied this apparent regression and found that graduate degrees awarded women between 1950 and 1976 were still largely characterized by female-associated fields of study in which—with the exception of nursing—the job outlook is notoriously poor (education, English and journalism, applied and fine arts, foreign languages and literature, library science). By contrast, Kamer reports that by 1985, 56,000 jobs in engineering will have to be filled by only 49,000 graduates; 17,000 physicians and osteopaths will choose among more than 22,000 openings.

Adolescent mothers receiving twelve months of concentrated counseling in parenting skills agreed to complete a high school or vocational program in a quid pro quo arrangement. Of this group, 65 percent fulfilled their contracts, with 59 percent of these females electing to continue their education in a college setting (Lewis, 1975).

Female students exposed to a systematic career guidance class dealing with such topics as values clarification, decision-making, job satisfaction, sources of occupational information, workpower projections and career planning are found to have greater gains in self knowledge and the relation of self knowledge to occupations, and to engage in a greater number of career planning activities than do students exposed only to individual counseling or to no treatment (Knosh & Grimm, 1976).

Teenage Women in Nontraditional Employment (TWINE) is operated by the Economic Opportunity Board of Clark County, Nevada. TWINE's goal is to familiarize low-income teenaged mothers with the skills and tools needed in construction trades and home weatherization, prepare them for apprenticeship tests, and place them in jobs. So far, the young women have completed four home rehabilitation and weatherization projects. Part-way through the project there had been 200 apprenticeship placements, two referrals to other programs, and two "non positive" terminations. The most serious problem has been a lack of in-depth counseling to overcome the doubts many young women have about their abilities to handle construction jobs. Also, program officials note, many women lose interest in construction jobs when they get firsthand experience of the actual working conditions.

The much publicized influx of refugees, combined with the continuing issue of illegal aliens, may give rise—if not carefully husbanded—to a negative form of nationalism. Fearful of their jobs, Americans will need constant reassurance that these groups do not, historically, cause a drain on state and municipal budgets, make excessive demands on schools, clinics or welfare officials, or fail to ante up with their share of income taxes. The question of jobs is another matter. Evidence at hand does show these groups willing and eager to take on those tasks considered too menial for the average American, a factor that has yet to be analyzed for its impact (Freeman, 1980).

Kane and Frazee (1978) surveyed a national sample of females (N=3,070) enrolled in nontraditional occupational courses in area vocational schools to determine what factors contributed to their choice, persistence, and future plans. Counselors were identified as second only to "mothers" as the most influential support system by these young women.

Lennon (1979) reports on six federally-funded programs located in Columbia, Missouri; Westport, Connecticut; Portland, Oregon; Fullerton, California; Syosset, New York; St. Paul, Minnesota. Each focuses on either the handicapped, disadvantaged, or dropout-prone youth of high school age, but all programs are characterized by counselor coordination and management. Final reports issued showed significant gains by participants in areas of school attendance, achievement, socialization, and career planning skills.

Among disadvantaged applicants in Wisconsin, 38 percent of those who had received counseling were placed in jobs whereas none of the "not counseled" were placed. For the handicapped, the story was even more dramatic with 69 percent of those counseled being placed compared with none who received no counseling (Mason, 1974).

Kunce, Miller, and Cope (1974) studied data from across the United States on the effects of counseling on rehabilitation clients. The results of their research indicated that both long-term and short-term counseling contact has advantages in rehabilitation but in differing directions. Long-term interventions tend to correlate with higher salaries among rehabilitants, while short-term contacts tend to lead to more placements among those considered rehabilitated. In addition, it was found that "the percentage of monies allocated for counseling and training tend to favorably influence final salary."

Editor's Note:

Each of the preceding testimonials to counseling effectiveness were drawn from either of two documents prepared by Nancy M. Pinson: *The Contribution of Guidance and Counseling to the Employability of Youth* (NIE/Ed, September, 1980) and *Legislative Perspectives in Youth Employment, Career Education and Career Guidance* (Pennsylvania State University, July 25, 1980). In the former document, Pinson credits Edwin L. Herr (1978, a and b) as the first individual to locate several of the annotations he utilized.

Basic Premises for Guidance Programming

The foregoing section has presented compelling evidence that guidance and counseling programs can achieve certain social as well as individual goals we share in common with our colleagues in vocational education. This next and final section will fully clarify the foundation for a basic redirection of language in the reauthorization of vocational education. It will do so on the basis that guidance and counseling programs must be central, not peripheral, to the delivery of work-related education and training programs—now and in the future. By presenting five basic premises that form the foundation for needed improvements in vocational education legislation, guidance and counseling programs in our schools and institutions can fully assume their crucial role in responding to national priorities.

First, guidance is a program. As a program, it has characteristics similar to other programs in vocational education, including:

a. learner outcomes (competencies) in such areas as self knowledge and interpersonal relations, decision making and planning, and knowledge of life roles including worker and learner roles in the form of a guidance curriculum;
b. activities and processes to assist learners to achieve outcomes such as these;
c. professionaly recognized personnel; and
d. materials and resources.

Second, guidance programs are developmental and comprehensive. They are developmental in that guidance activities must be conducted on a regular and planned basis to assist young people and adults to achieve career development competencies. While immediate and crisis needs of individuals must be met, a major focus of a developmental program is to provide individuals with experiences to help them grow and develop. Guidance programs are comprehensive in that a full range of activities and services are provided including assessment, information, counseling, placement, follow-up, and follow-through.

Third, guidance programs focus on individuals' competencies not just their deficits. To some, a major focus in guidance is on the problems individuals have and the obstacles they may face. This emphasis is important but it should not be dominant. If it is emphasized in isolation, attention often focuses on what is wrong with individuals, not what is right. Obviously, problems and obstacles need to be identified and remediated, but they should not overshadow the existing or potential competencies of individuals. A major emphasis in guidance and counseling programs should be on helping individuals identify the competencies they already have plus assisting them to develop new competencies.

Fourth, guidance programs are built on a team approach. A comprehensive, developmental program of guidance is based on the assumption that all staff have teachers and administrators who see themselves as being involved rather than thinking it is all up to counselors. At the same time, it should be understood that professionally certified counselors are central to the program as coordinators. In this role, they provide direct services to individuals as well as work in consultative relationships with other members of the guidance team.

Fifth, guidance programs mandate articulation. A basic assumption underlying comprehensive, developmental guidance programming is that there is effective linkage between comprehensive high school guidance programs and those located in area vocational schools and postsecondary institutions. This means that there is program continuity; that those activities begun in the comprehensive high school are carried on, as appropriate, in those area vocational schools and postsecondary institutions. This means that the guidance staffs of these institutions meet together on a regular basis to exchange information and to update their programming as new student needs are identified.

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